

STEP REPORT
FEASIBILITY STUDY CFB PORTAGE
ANALYSIS AND FINAL REPORT

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STEP H REPORT
FEASIBILITY STUDY CFB PORTAGE
ANALYSIS AND FINAL REPORT

1.0 INTRODUCTION

1.1 Objective

The original objective of Step H of this study program was to analyse and rank the possible alternative uses for CFB Portage as identified in the earlier steps of the assignment. The scope of this task did not include economic or business feasibility analyses of alternative uses. It was agreed that such analyses would be the subject of separate investigations.

At an early stage in the assignment Western Economic Diversification requested that the scope of the investigation be broadened to include consideration of organizational structure and processes appropriate for effective management of the transition of the Base to civilian use. This final report provides comment on these management related topics as well as discussion of possible alternative uses for the Base.

1.2 Process

Research was carried out in a number of distinct steps within the overall feasibility study. A separate report has been submitted for each of the following steps of the assignment, including an interim report for Step H:

- Step A - Assessment of CFB Portage Facilities
- Step B - Consultations with DND Headquarters
- Step C - Literature Review
- Step D - Case Study Review of Gimli and Rivers Base Conversions
- Step E - Consultations with the Portage la Prairie Community
- Step F - Consultations with Federal Government Departments
- Step G - Consultations with Industry
- Step H - Interim Report
- Step I - NAID Conference and Visits to Kansas Bases

The content of this document is based on a detailed review of the above reports and various underlying working paper files plus information obtained through recent additional research into the more promising uses for the Base.

1.3 Report Content and Organization

Section 2 of the report presents an executive summary of findings and recommendations. Section 3 contains a long list of uses noted at a sample of other converted military bases in Canada and the US plus uses suggested for CFB Portage by community, government and industry spokespersons contacted in the course of the study.

Detailed information and analyses of six potential use scenarios is presented in Section 4, including a discussion of merit and relative ranking. Section 5 presents recommendations as to organizational structure and procedures appropriate for management of the conversion process.

A number of the higher ranked scenarios were investigated in more detail. Pertinent research materials are presented in a separate appendix to this report. This data provides insight into the nature and scope of each scenario and offers a starting point for additional research and evaluation efforts.

2.0 EXECUTIVE SUMMARY

2.1 Profile of CFB Portage

CFB Portage operates three military flying training schools:

- Primary Flying Training School - 20 Musketeers operating
10,000 hours per year, 260
graduates/year.
- Helicopter School - 14 Jet Ranger Helicopters
operating 9,000 hours per
year, 100 graduates/year.
- Flying Instructor's School - 11 Tutor Jets operating
5,000 hours per year, 160
graduates/year.

CFB Portage is the second busiest military airdrome in Canada with 110,000 air movements reported in 1988. The area is ideal for pilot training, offering flat terrain, a nearby large body of water (Lake Manitoba), stable weather, long hours of daylight and uncongested air space. The Base has a staff of 689 persons, 495 military personnel and 194 civilians.

CFB Portage has been well maintained and, apart from a few non-critical buildings, is in good shape. Estimated Base replacement cost is in excess of \$100 million. Facilities are:

- Land - 480 hectares (1,186 acres).
- Runways - Four asphalt covered runways, the largest being
2,100 meters by 61 meters (7,000 feet by 200 feet).
- Buildings - Total of 197 buildings and storage structures with
a total enclosed area of 85,800 square meters
(918,000 square feet).

	Number of Buildings	Total Area	
		(Sq. M)	(Sq. Ft.)
Hangars	5	22,400	240,000
Ground School	1	1,500	16,100
Air Traffic Control	7	600	6,400
Administration Building	1	5,000	53,500
Maintenance/Services	31	9,100	97,400
Utilities	16	1,600	17,100
Messes	3	4,300	46,000
Elementary School	1	1,400	15,000
Recreational Facilities	12	9,400	100,600
Residence - Barracks	11	9,900	106,000
Residence - PMQ's	100	19,600	209,700

Utilities - The on-Base sewage treatment system was completely renovated in 1984. The Base is served by natural gas. This system was installed in 1959. Most small buildings have dedicated heating systems generally in Good condition. Hangars are heated by a central gas fired steam system. Water is supplied by the City of Portage.

2.2 Experiences of Other Closed Military Bases

Over 2,000 military facilities have been closed in the US and Canada over the last 25 years. The large majority of these facilities have not been converted to civilian use. The primary reasons are:

- . Many facilities were small operations and did not offer a "critical mass" for redevelopment.
- . Many were located in remote areas which did not have the social infrastructure and economic growth potential to support redevelopment.
- . Some with potential failed due to lack of community interest, poor planning and poor organization.
- . Some with initial potential failed due to the ultimate lack of long term economic growth in the community.
- . Some "success story" operations have received long term public subsidy, primarily to ensure retention of jobs in the community.

There are more than 100 former military bases in the US and Canadian that are currently operated as civilian facilities. The large majority are mixed use parks involving a variety of private and public sector organizations. Some have one or two dominant "anchor" tenants which give the park a distinctive character. The key factors leading to successful redevelopment have been:

- . Quick acceptance by the community of closure reality and minimization of self-fulfilling "prophecies of doom".
- . Strong local leadership capable of building commitment and unity in the community.
- . Well conceived and executed longer term economic and industrial development plans for the community at large as well as for the base.
- . Proactive involvement of all levels of government in planning, location of public organizations on bases and infrastructure support.

- . Support from the federal government. (Larger US bases have received a range of operational support from numerous federal departments and financial support, estimated to range upwards of \$10 million per base. These funds have been primarily for infrastructure improvement, skills training, start up costs and planning).
- . A "critical mass" of physical resources attractive to private and public sector organizations.
- . Low or no cost to the community to acquire base assets.
- . Attraction of local firms rather than large, out-of-area companies. (In a minority of cases "big dollar" subsidy programs have attracted major firms).
- . In the US, effective use of industrial development bonds.
- . On site educational and training resources to attract and support industry.
- . Strong, private sector driven management and board organizations, protected from partisan pressures.
- . Patience to allow time for success but also a growth economy which permits absorption of offered facilities. (Periods of up to 15 years may be required to replace base employment).

2.3 The Portage Situation

The strengths and advantages offered by CFB Portage, the Portage area and the economy are:

- . An integrated, well maintained Base best suited to a number of aviation and/or aerospace applications.
- . Complimentary facilities (classroom, food service, residential and recreational) suitable for a variety of educational or training applications.
- . Agricultural resources for special crops production and the potential for development of the food processing industry.
- . Good transportation linkages.
- . A flexible work force with a strong work ethic.
- . A community offering a good quality of life.
- . Continued worldwide growth of the aviation industry and related aerospace manufacturing and maintenance industries.

The weaknesses and disadvantages specific to the Base, the Portage area and the current state of the economy vis-a-vis conversion of the Base are:

- . High Base operating and maintenance costs (real or perceived?).
- . Potential problems in segregating facilities and operating costs to arrive at smaller, economical units.
- . Limited labour pool and lack of skilled workers.
- . Small local population and limited local markets.
- . A location remote from Manitoba and Canadian industry and markets.
- . High municipal taxes.
- . Weaknesses in the infrastructure (water and sewer).
- . Balkanization and dissension in the larger community. Lack of a dominant leadership organization.
- . A poor economic climate for industrial development. Considerable caution and negative opinion is evident in the Manitoba business sector based on:
 - Uncertainty as to the impact of the Free Trade Agreement.
 - Current high interest rates.
 - High exchange rate on the Canadian dollar.
 - Over capacity in some sectors.

Given these weaknesses and the current business climate, concepts for near term civilian use of CFB Portage must stress more than ever the specific aviation and training related attributes of the Base.

Consultations with the Portage community, with industry and with government revealed a consistent opinion and recommendation that governments not "prop up" or subsidize operations at the Base which are intrinsically uneconomic and irrational. There was a consistent theme that the community and industry must come forward and determine if there are economic uses for the Base, with some assistance from government in the transition period.

2.4 Potential Uses for CFB Portage

A long list has been developed of observed uses of other former military bases and uses suggested for CFB Portage by the local community, business and government. The primary use of this information is to demonstrate the imaginative uses that have occurred and to stimulate identification of possible

opportunities for CFB Portage. In summary, uses noted at other bases included:

- . Continuation of some form of military operations such as Reserve units, Reserve training, defence research and testing, etc.
- . Many former air force bases have been converted to municipal, international or general aviation airports. The military often retains some form of Reserve flying activity at these bases.
- . A modest number of bases have attracted aerospace manufacturers and aircraft repair and overhaul facilities.
- . Light manufacturing is the most frequent use of bases by the private sector.
- . A large number of commercial service firms and business offices are located on former military bases.
- . Unused lands are typically turned back to agriculture. In a limited number of cases facilities at bases have been used for agricultural colleges, agricultural training programs and such industrial uses as hog farrowing, feed mills and food processing operations.
- . Education and training organizations have been established on a very high percentage of converted bases, to serve the needs of local communities and to attract and serve industries located on the base. Training resources are considered a very critical element of any industrial development program.
- . A broad range of other public sector uses have occurred including health services delivery, Native programs, community recreation facilities, public housing and a wide variety of government services.

Based on our analyses of the above mentioned strengths and weaknesses, uses noted at other locations and preliminary market research, the following six scenarios are suggested as the most promising starting points for further consultation with the Portage community and for inquiry with industry.

Scenario 1 - Commercial/Military Flying Training Centre

- . Operated by commercial flying training organization(s).
- . Mix of contracts with the Canadian Armed Forces, other military services, domestic and foreign commercial airlines and individual students.
- . Optimizes the reuse of the Base on a "going concern" basis.

Scenario 2 - Air Industries/Aerospace Industrial Park

- . Utilize Base facilities in the "next best" mode in support of aerospace manufacturing, aircraft repair and overhaul (R&O) operations and the air transport industry.
- . Use major facilities for aircraft R&O and maintenance operations.
- . Establish selected aerospace equipment manufacturing and testing operations that can utilize features of the Base.
- . Utilize airfield facilities for a range of local and regional commercial air transport operations.
- . Develop aerospace training resources to attract and support these businesses.

Scenario 3 - Mixed Use Industry/Business/Government Park

- . This is the use pattern noted for the majority of converted military bases in North America.
- . Mixture of small sized, light industrial firms, business offices, education and training organizations and federal, provincial and/or municipal government facilities. Potentially, there could be a blend of elements of the other five scenarios.
- . Typically, a slow growth, locally driven development process.
- . Dependent on a buoyant, growth economy to take up the facilities offered.

Scenario 4 - Agri-Food Industry Complex

- . Use Base facilities to enhance development of the area's primary resource, the agri-food industry.
- . Involve federal and provincial departments of agriculture and the Faculty of Agriculture, Faculty of Agricultural Engineering and the Department of Food Science, U of M.
- . Undertake research and development related to sustainable agriculture.
- . Target industrial development support to R&D and manufacturing activities in the agricultural equipment and food processing industries.
- . Link to federal-provincial agri-food industry development programs.

Scenario 5 - Transport/Warehouse/Distribution Centre

- . Utilize hangars for warehousing and road transport equipment storage, repair and maintenance.
- . Utilize other Base buildings for business offices.
- . Use other facilities for driver training programs.

Scenario 6 - Training and Conference Centre

- . Use the Base's extensive classroom, food service, residential and recreational facilities in a cohesive manner.
- . Training facilities dedicated to private and public sector clients on longer term arrangements and contracts.
- . General conference centre facilities.

The six scenarios are not necessarily mutually exclusive. A further concept, common to a number of the scenarios, is the establishment of an industrial training or education resource on the Base which would be responsive to the needs of on-site industry. For example, for aerospace firms, this could include a range of manufacturing and maintenance skills development programs, Aircraft Maintenance Engineer (AME) courses of study, airport operations training, etc. A language school for non-English speaking trainees might be a consideration.

2.5 Organization and Management Considerations

Organizational structure and procedures considered appropriate for effective management of the conversion of CFB Portage to civilian use are as follows:

- . Establish a management corporation reporting to a community-based board which has strong representation and leadership from the private sector.
- . A strong federal government advocate will be needed to facilitate transition processes and federal support.
- . There is a critical need to integrate and rationalize community economic and industrial development planning and promotional activities.
- . The assets of the Base must be protected during the phase out of military personnel including:
 - Proper heating of buildings.
 - Security.

- Necessary repairs and maintenance.
 - Insurance of assets.
 - Retention of moveable equipment that is to remain on the Base.
- . Physical use planning is required at the earliest logical time to determine:
- Assets which are to remain.
 - Buildings to be demolished and demolition costs.
 - Investments needs to segregate facilities into smaller, more economical units.
 - Configuration of marketable facilities and estimates of operating costs.
 - Infrastructure needs and sources of support.
- . A physical presence should be established on the Base at the earliest possible time including:
- The offices of the management corporation.
 - The Primary Flying Training contractor.
 - Any other tenants that can coexist with the military.

Actions recommended in the immediate future are:

- . Secure and analyse Base operating and maintenance cost data.
- . Secure and analyse the current five year maintenance budget for CFB Portage.
- . Secure an inventory list of those moveable and removable assets which might be valuable within the various redevelopment scenarios under consideration.
- . Develop preliminary physical use plans and preliminary estimates of operating costs, suitable for furthering discussions with prospective tenants/owners.
- . Carry out additional consultations with the Portage community and the private sector to qualify the scenarios presented in this report and to solicit further suggestions for possible uses.
- . Concentrate evaluation and promotional efforts on Scenario 1 and Scenario 2.

3.0 LONG LIST OF NOTED AND SUGGESTED USES

3.1 Introduction

Section 3 presents a series of long lists of the uses of facilities noted at a sample of other former military bases in Canada and the US. These listings also record possible uses for CFB Portage as suggested by spokespersons from the Portage community, by a small sample of Manitoba and Canadian business persons and by federal and provincial government staff.

The uses noted below have not been qualified, in any sense, as to their appropriateness for CFB Portage. The lists have been presented to demonstrate the diverse and imaginative uses of base facilities that have occurred at other locations and to record the "brain storming" inputs collected during the course of the study. It is hoped that these listings will stimulate the thought processes of concerned parties and lead to the identification and evaluation of viable uses and tenants for the Portage Base.

PLEASE NOTE THAT THESE ARE NOT RECOMMENDED USES FOR CFB PORTAGE. SUCH CONCLUSION CAN ONLY BE ARRIVED AT THROUGH DETAILED STUDY AND EVALUATION BY CONCERNED PARTIES.

The following classification system has been used to group related types of uses:

- Military
- Commercial Aviation
- Industrial - Aerospace
- Industrial - Other
- Commercial
- Agriculture
- Education and Training
- Health
- Housing
- Recreation
- Native
- Other Federal Government
- Other State/Provincial Government
- Other Municipal Government

A point of reference is provided for each use listed to facilitate possible further inquiry. The primary reference is to former Canadian or US military bases which are or which have made such use of base facilities. Reference is also provided to specific sources of data or opinion and to our earlier study reports. These reports contain more detailed information and discussion on the specific uses cited.

3.2 Military Uses

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Army Reserve unit	Rickenbaker AFB, OH Olatha Naval Stn, KS Rossford Army Dpt, OH
2) CAF Flying Training	Step G Report, p3
3) CAF Reserve forces training centre	Step F Report, p3
4) CAF Reserve unit	Step F Report, p3
5) CAF peace time role	Step E Report, p14
6) Civil Air Patrol unit	Amarillo AFB, TX
7) DND research/testing facility	Step F Report, p3
8) Marine military academy	Harlingen AFB, TX
9) NATO allies flying training centre	Step G Report, p3
10) National Guard tank training centre	Fort Wolters, TX
11) National Guard training centre	Donaldson AFB, SC Schilling AFB, KS
12) National Guard unit	Amarillo AFB, TX Duluth AFB, MN Forbes AFB, KS Interceptor Sqd, NC Lincoln AFB, NE Olmstead AFB, PA Rickenbaker AFB, OH Schilling AFB, KS Stewart AFB, TN Hunter Shipyard, CA
13) Naval test laboratory	Donaldson AFB, SC
14) Reserve engineering training centre	Forbes AFB, KS
15) US Army unit	Westover AFB, MA
16) USAF Reserve unit	Dow AFB, ME
17) USAF unit	Oxnard AFB, CA
18) USN unit	

3.3 Commercial Aviation

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Aerial spraying service	Forbes AFB, KS Glynco Naval Station, GA ATAC
2) Air cargo bonded in transit centre	Clinton County AFB, OH Quonset Point, RI
3) Air cargo terminal	Schilling AFB, KS Step G Report, p11 Step G Report, p9
4) Air charter service	Forbes AFB, KS
5) Air courier base	Step G Report, p9
6) Aircraft testing	Larson AFB, WA
7) Airline maintenance base	Step G Report, p8
8) Airport - general aviation	Clinton County AFB, OH James Connally AFB, TX Rickenbaker AFB, OH Stewart AFB, TN
8) Airport - general aviation	Amarillo AFB, TX
9) Airport - international	Dow AFB, ME Laredo AFB, TX McCoy AFB, FL
10) Airport - municipal	Interceptor Squadron, NC Amarillo AFB, TX Bakalar AFB, IN Brookley AFB, AL Camp Crowder, MO Camp Gary, TX Clinton-Sherman AFB, OK Craig AFB, AL Dow AFB, ME Forbes AFB, KS Glynco Naval Station, GA Greenville AFB, MS Griener AL, NH Harlingen AFB, TX Kincheloe AFB, MI Laredo AFB, TX Larson AFB, WA Lincoln AFB, NE McCoy AFB, FL New Iberia Station, LO Olatha Naval Station, KS Olmstead AFB, PA Perrin AFB, TX Presque Isle AFS, ME Richards-GeBaur AFB, MO Sanford Station, FL Stead AFB, NV Truax Field, WI Webb AFB, TX Westover AFB, MA

3.3 Commercial Aviation (cont'd)

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
11) Charter air services	Glynco Naval Station, GA Sanford Station, FL Schilling AFB, KS Amarillo AFB, TX Amarillo AFB, TX CFB Gimli, MB Clinton-Sherman AFB, OK Larson AFB, WA Sanford Station, FL Schilling AFB, KS Step F Report, p3 Step G Report, p4 Walker AFB, NM Forbes AFB, KS Laredo AFB, TX Larson AFB, WA Olatha Naval Station, KS Schilling AFB, KS Sanford Station, FL CFB Gimli, MB Forbes AFB, KS Step G Report, App A Step G Report, p4 Step G Report, p3 Step G Report, p3 Olatha Naval Station, KS Step G Report, App A
12) Civil air patrol	
13) Commercial pilot training	
14) Fixed base operator	
15) General aviation services base	
16) Glider and Air Cadet training	
17) Helicopter ambulance operator	
18) Helicopter charter services	
19) Helicopter pilot training centre	
20) Joint airline simulator centre	
21) National pilot training school	
22) Private aircraft storage	
23) Relocate Winnipeg Airport firms	

3.4 Industrial - Aerospace

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Aerospace product testing	Hughes Canada
2) Aircraft R&O	Amarillo AFB, TX
	CFB Gimli, MB
	Chennault AFB, LO
	Harlingen AFB, TX
	Step G Report, p8
3) Avionics repair and overhaul	CFB Gimli, MB
4) Manufacture - aerospace equipment	Donaldson AFB, SC
	Laredo AFB, TX
	Schilling AFB, KS
5) Manufacture - aircraft hangars	Schilling AFB, KS
6) Manufacture - aircraft wire harness	Glasgow AFB, MT
	Harlingen AFB, TX
7) Manufacture - avionics test equipment	Olatha Naval St, KS
8) Manufacture - helicopters	Amarillo AFB, TX
9) Manufacture - light aircraft	Step G Report, p8
10) Regional airline R&O centre	Step G Report, p9

3.5 Industrial - Other

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Ag equipment sheet metal components	Step G Report, p13
2) Agricultural equipment	Lincoln AFB, NE Schilling AFB, KS
3) Air cushion vehicle R&D	Larson AFB, WA
4) Ambulance manufacture	Sanford Naval Stn, FL
5) Asian firms/entrepreneurs	Tarry
6) Automotive assembly plant	Sioux Army Depot, NE
7) Automotive cold weather test site	CFS Lowther, ON
8) Automotive equipment	Donaldson AFB, SC
9) Bakery equipment	York Ordinance Plt, PA
10) Baking ingredients	Olatha Naval Stn, KS
11) Bicycle assembly plant	CFB Rivers, MB
12) Boats	Schilling AFB, KS
13) Brewery	Harmon AFB, NL
14) Buses	Walker AFB, NM
15) Business forms	Springfield Armory, MA Olatha Naval Stn, KS
16) Cabinets	Forbes AFB, KS Sioux Army Depot, NE
17) Candy manufacture	Lincoln AFB, NE
18) Cardboard cartons	Brookley AFB, AL
19) Carpets	Lincoln AFB, NE Olmstead AFB, PA
20) Cattle industry equipment	Sioux Army Depot, NE
21) Ceiling tile	Olmstead AFB, PA
22) Chemicals manufacture	Donaldson AFB, SC Forbes AFB, KS
23) Christmas ornaments	Walker AFB, NM
24) Commercial signs	Schilling AFB, KS
25) Computer equipment	Quonset Point, RI Schilling AFB, KS Springfield Armory, MA
26) Concrete batch plant	Forbes AFB, KS
27) Concrete blocks	CFS St. Margarets, QU
28) Concrete production equipment	Schilling AFB, KS
29) Concrete steps	Clinton-Sherman AFB, OK
30) Contract machine shop	Schilling AFB, KS
31) Cutlery	Presque Isle AFS, ME
32) Defence equipment	Glasgow AFB, MT
33) Diapers	Sanford Naval Stn, FL
34) Electrical hardware	Clinton-Sherman AFB, OK
35) Electrical motors	Brookley AFB, AL
36) Electrical products	Brookley AFB, AL
37) Electronic products	Olatha Naval Stn, KS Olatha Naval Stn, KS Sanford Naval Stn, FL Walker AFB, NM
38) Electronics R&D centre	Winnemucca AFS, NV
39) Factory built homes	Harmon AFB, NL
40) Fasteners	Brookley AFB, AL

3.5 Industrial - Other (cont'd)

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
41) Fiberglass pipe	Glynco Naval Stn, GA
42) Fiberglass boats	CFB Gimli, MB
43) Fibreglass hog pens	CFB Gimli, MB
44) Fibreglass pens and gates	Gettysburg AFS, SD
45) Fire trucks	CFS Sagehill
46) Food processing	Larson AFB, WA
	Olatha Naval Stn, KS
	Rossford Army Dpt, OH
	Sanford Naval Stn, FL
	Schilling AFB, KS
47) Footwear	Presque Isle AFS, ME
48) Games and toys	Springfield Armory, MA
49) Garment manufacturing	Amarillo AFB, TX
	Walker AFB, NM
50) Heavy equipment repair and storage	Dickinson AFS, ND
51) Hospital equipment	Clinton County AFB, OH
52) Hydro development parts manufacture	Step G Report, p14
53) Irrigation equipment	Sioux Army Depot, NE
54) Lawn care products	Olatha Naval Stn, KS
55) Leather products	Presque Isle AFS, ME
56) Light manufacturing	McCoy AFB, FL
57) Machine shop	Black Hills Depot, SD
58) Machinery	Amarillo AFB, TX
59) Machinery repair service	Schilling AFB, KS
60) Metal containers	Clinton-Sherman AFB, OK
61) Metal fabrication	Glasgow AFB, MT
	Step E Report, p6
62) Metalwork forgery	Kincheloe AFB, MI
	Springfield Armory, MA
	Walker AFB, NM
63) Mobile home	Glynco Naval Stn, GA
64) Modular hospital systems	York Ordinance Plt, PA
65) Motorcycle assembly plant	York Ordinance Plt, PA
66) Munitions	Olatha Naval Stn, KS
67) Off road equipment	Lincoln AFB, NE
68) Office equipment	Terre Haute Plant, IN
69) Packaging materials	Terre Haute Plant, IN
70) Paint manufacture	Walker AFB, NM
71) Petroleum industry equipment	Donaldson AFB, SC
72) Pharmaceuticals	Olatha Naval Stn, KS
73) Picture frames	CFB Rivers, MB
74) Plastic furniture	Perrin AFB, TX
75) Plastic pipe	Glasgow AFB, MT
76) Plastic products	Voorheesville Dpt, NY
	CFB Gimli, MB
77) Plastic window frames	Terre Haute Plant, IN
78) Plastics recycling	Dickinson AFS, ND
79) Posts and stakes	Larson AFB, WA
80) Potato harvesting equipment	Harlingen AFB, TX
81) Printed circuit boards	Forbes AFB, KS
82) Printing equipment	

3.5 Industrial - Other (cont'd)

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
83) Printing plant	Lincoln AFB, NE Terre Haute Plant, IN DITT
84) Processing of potato plant effluent	Terre Haute Plant, IN
85) Production machinery	Forbes AFB, KS
86) Rail car refurbishing plant	CFB Rivers, MB
87) Recreational vehicles	Amarillo AFB, TX
88) Refrigeration equipment	CFB Rivers, MB
89) Roof trusses	Lincoln AFB, NE
90) Rubber products	Quonset Point, RI
91) Seafood processing	Larson AFB, WA
92) Sheet metal products	Olatha Naval Stn, KS
93) Silk screen printer	Glasgow AFB, MT
94) Small engine components	Lincoln AFB, NE
95) Sporting goods	Clinton-Sherman AFB, OK
96) Steel door frames	Quonset Point, RI
97) Submarines	DITT
98) TCCSS prime and subcontractors	Forbes AFB, KS
99) Tents and awnings	Forbes AFB, KS
100) Travel trailers	Olmstead AFB, PA Sioux Army Depot, NE Clinton-Sherman AFB, OK
101) Truck components	Olatha Naval Stn, KS
102) Waste water treatment equipment	Lincoln AFB, NE
103) Water beds	Presque Isle AFS, ME
104) Wood products	CFB Gimli, MB
105) Wooden boats	Step G Report, p14
106) Wooden furniture	

3.0 Commercial

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Auto body repair shop	Forbes AFB, KS
2) Auto import centre	Quonset Point, RI
3) Auto painting service	Forbes AFB, KS
4) Auto rental outlet	Forbes AFB, KS
5) Auto service centre	McCoy AFB, FL
6) Auto storage and auction service	Forbes AFB, KS
7) Auto wholesaler	Schilling AFB, KS
8) Boat repair and storage	CFB Gimli, MB
9) Building renovator	Forbes AFB, KS
10) Business office park	CFS Chibougamau, QU
	Donaldson AFB, SC
	Raritan Arsenal, NJ
	Step E Report, p5
11) Commercial advertising firm	Forbes AFB, KS
12) Commercial cleaning service	Forbes AFB, KS
13) Commercial interior decorator	Forbes AFB, KS
14) Commercial storage	Dickinson AFS, ND
15) Commercial warehousing	Custer AFS, MI
16) Computer marketing service	Forbes AFB, KS
17) Conference centre	Step G Report, p11
18) Construction firm offices	Forbes AFB, KS
19) Consulting engineering laboratory	Forbes AFB, KS
20) Consulting engineers offices	Schilling AFB, KS
21) Convention and meeting centre	CFB Gimli, MB
22) Distribution - catalogue	Olatha Naval Station, KS
- autos	Voorheesville Depot, NY
- beverages	Forbes AFB, KS
- books	Forbes AFB, KS
- electronics	Sanford Naval Stn, FL
- furniture	Terre Haute Plant, IN
- greeting cards	Forbes AFB, KS
- lumber	Dickinson AFS, ND
- pharmaceuticals	Forbes AFB, KS
- shoes	Forbes AFB, KS
- video films	Forbes AFB, KS
- wire and cable	Forbes AFB, KS
- general	Benicia Supply Depot, CA
	Brookley AFB, AL
	Lincoln AFB, NE
	Rossford Army Depot, OH
	Sioux Army Depot, NE
	Step G Report, p10
	Terre Haute Plant, IN
23) Equipment rental service	Schilling AFB, KS
24) Exhibition hall	McCoy AFB, FL
25) Food Service/Restaurant Facility	CFB Gimli, MB
26) Food storage	Forbes AFB, KS
27) Furniture storage	Dickinson AFS, ND
28) Grocery sales	Schilling AFB, KS
29) Hardware wholesaler	Schilling AFB, KS

3.6 Commercial (cont'd)

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
30) Hotel	McCoy AFB, FL
31) Ice supplier	Forbes AFB, KS
32) Industrial laundry	Schilling AFB, KS
33) Industrial trash service	Schilling AFB, KS
34) Lift truck rentals	Forbes AFB, KS
35) Maintenance firm office	Stewart AFB, TN
36) Mechanical contractors	Forbes AFB, KS
37) Mini-warehousing	Schilling AFB, KS
	Step G Report, p11
38) Modular warehousing	Raritan Arsenal, NJ
39) Motel operation	Forbes AFB, KS
40) Moving and storage company	Rossford Army Depot, OH
41) Night club	Black Hills Depot, SD
	Forbes AFB, KS
42) Office coffee service firm	Forbes AFB, KS
43) Oil exploration operations base	Glasgow AFB, MO
44) Oil/gas company offices	Amarillo AFB, TX
45) Paint dealer	Forbes AFB, KS
46) Paper publishing	Forbes AFB, KS
47) Power utility maintenance centre	Sioux Army Depot, NE
48) Power utility warehouse	Sioux Army Depot, NE
49) Public warehousing	Voorheesville Depot, NY
50) Railroad freight car storage	Terre Haute Plant, IN
51) Recreational equipment storage	Dickinson AFS, ND
	Gettysburg AFS, SD
	Step G Report, p11
52) Refrigeration service	Forbes AFB, KS
53) Resort hotel	CFS Moisie, QU
54) Restaurant	Black Hills Depot, SD
	Laredo AFB, TX
	Osceola AFS, WI
55) Restaurant/caterer	Forbes AFB, KS
56) Small engine repair and overhaul	CFB Gimli, MB
57) Storage of trash collection trucks	Forbes AFB, KS
58) Tire warehouse	Terre Haute Plant, IN
59) Tourist services	McCoy AFB, FL
60) Truck maintenance centre	Step G Report, p10
61) Trucking services	Schilling AFB, KS
62) Use car sales	Forbes AFB, KS
63) Vending machine operation	Schilling AFB, KS
64) Veterinary supplies warehouse	Forbes AFB, KS
65) Warehousing	Forbes AFB, KS
66) Warehousing	Raritan Arsenal, NJ
	Rossford Army Depot, OH
	Step G Report, p10
	Terre Haute Plant, IN
67) Water softener service	Forbes AFB, KS

3.7 Agriculture

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Agricultural production	Schilling AFB, KS Cut Bank AFS, MO Forbes AFB, KS
2) Agricultural products storage	CFS Moisie, QU
3) Agricultural research facility	Step F Report, p3
4) Agricultural school	CFB Clinton, ON
5) Ag vocational training centre	Air Force Plant #65, MO
6) Cattle feedlot	Black Hills Depot, SD
7) Feed grain mill	Voorheesville Depot, NY
8) Food products marketing centre	Step G Report, p16
9) Greenhouse operation	DITT
10) Hay production	Olatha Naval Station, KS
11) Hog farrowing	Black Hills Depot, SD CFB Rivers, MB DITT
12) Hydroponic food production	Miles City AFS, MO
13) Live stock grazing	Larson AFB, WA
14) Live stock quarantine/airship centre	Amarillo AFB, TX
15) Livestock grazing	Tarry
16) Research in sustainable agriculture	Cottonwood AFS, ID
17) Seed company	Step G Report, p9
18) Special crops production	Step G Report, p9
19) Test farming	Step G Report, p9
20) Training in agriculture	Step G Report, p10
21) U of M crop research	Step G Report, p9
22) Value added processing of Canola	

3.8 Education and Training

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Adult education centre	Harmon AFB, NL
2) Adult occupational training	Glasgow AFB, MT
3) Adult vocational-technical school	Madera AFS, CA
4) Aerospace skills training centre	Step G Report, p17
5) Agricultural school	CFB Centralia, ON
6) Aircraft maintenance training	Schilling AFB, KS
7) Arctic college	CFS Inuvik, NWT
8) Carpentry/plumbing training shops	Grand Rapids AFS, MN
9) Community college	Craig AFB, AL
	Dow AFB, ME
	Harmon AFB, NL
	McCoy AFB, FL
	Oxnard AFB, CA
	Perrin AFB, TX
	Step E Report, p8
	Step G Report, p16
10) Continuing Education conference ctr	Brookley AFB, AL
11) Cooperative school district programs	Grand Rapids AFS, MN
12) Desert research institute	Stead AFB, NV
13) District technical school	Grand Rapids AFS, MN
14) District vocational school	Bellefontaine AFS, OH
	Clinton County AFB, OH
	Rossford Army Depot, OH
15) Elementary school	Amarillo AFB, TX
	CFB Gimli, MB
	McCoy AFB, FL
	Westover AFB, MA
16) Employment preparation training	CFB Gimli, MB
17) Extension of U of M	Step G Report, p16
18) Fire fighting school	Custer AFS, MI
19) Gas utility technician training	Sanford Station, FL
20) Job Corp training centre	Dickinson AFS, ND
21) Job transition training	Step E Report, p6
22) Junior college	Fort Wolters, TX
	McCoy AFB, FL
23) Junior high school	Amarillo AFB, TX
	CFB Gimli, MB
	Presque Isle AFS, ME
	Westover AFB, MA
24) Locomotive engineer training centre	CFB Gimli, MB
25) Marine Environment Sciences Centre	Coden AFS, AL
26) Marine institute	Truman Annex, FL
27) Missionary training school	Baker AFS, Baker, OR
28) Museum	Army Pictorial Ctr, NY
	Springfield Armory, MA
29) Private education corporation	Truax Field, WI
30) Private school	Sanford Station, FL
	Westover AFB, MA
31) Regional education/training centre	Step E Report, p11

3.8 Education and Training (cont'd)

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
32) Religious college	Lewistown AFS, MT Richards-GeBaur AFB, MO Valley Forge Hspl, PA Sanford Station, FL Fort Arthur, CA Westover AFB, MA Glasgow AFB, MT Fort Arthur, CA Fort Omaha, NE Boston Shipyards, MA Harlingen AFB, TX Hastings Depot, NE James Connally AFB, TX Larson AFB, WA Rossford Army Depot, OH Springfield Armory, MA Truax Field, WI
33) Retarded children training centre	Sanford Station, FL
34) School district offices	Fort Arthur, CA
35) School telecommunications centre	Westover AFB, MA
36) Single mothers employment training	Glasgow AFB, MT
37) Skills training centre	Fort Arthur, CA
38) Technical institute	Fort Omaha, NE Boston Shipyards, MA Harlingen AFB, TX Hastings Depot, NE James Connally AFB, TX Larson AFB, WA Rossford Army Depot, OH Springfield Armory, MA Truax Field, WI
39) Telephone technician training	Sanford Station, FL
40) Training centre	Webb AFB, TX
41) Truck driver training centre	Step G Report, p11
42) University campus	Bakalar AFB, IN Brookley AFB, AL Camp Crowder, MO Camp Kilmer, NJ Chennault AFB, LO Clinton County AFB, OH Hunter Shipyard, CA New Iberia Station, LO Olmstead AFB, PA Walker AFB, NM Sweetwater AFS, TX Las Cruces AFS, NM Amarillo AFB, TX CFS Sioux Lookout, ON Camp Kilmer, NJ Chennault AFB, LO Clinton-Sherman AFB, OK Donaldson AFB, SC Fort Wolters, TX Houma AFS, LO Presque Isle AFS, ME Schilling AFB, KS Sioux Army Depot, NE Stewart AFB, TN CFS Baldy Hughes, BC
43) University radio communications site	Las Cruces AFS, NM
44) Vocational technical school	Amarillo AFB, TX CFS Sioux Lookout, ON Camp Kilmer, NJ Chennault AFB, LO Clinton-Sherman AFB, OK Donaldson AFB, SC Fort Wolters, TX Houma AFS, LO Presque Isle AFS, ME Schilling AFB, KS Sioux Army Depot, NE Stewart AFB, TN CFS Baldy Hughes, BC
45) Youth educational facility	CFS Baldy Hughes, BC

3.9 Health

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Adult adjustment centre	Thomasville AFS, AL
2) Alcoholism treatment centre	Wadena AFS, MN
	Glasgow AFB, MT
3) District mental health clinic	Fort Wolters, TX
4) Drug/alcohol treatment centre	CFS Yorkton, SK
5) Hospital warehousing	Fort Wolters, TX
6) Hospital radio communications centre	Cottonwood AFS, ID
7) Hospital thrift shop outlet	Winnemucca AFS, NV
8) Medical centre	Walker AFB, NM
9) Medical school offices	Boston Shipyards, MA
10) Mental health and retardation centre	Perrin AFB, TX
	Laredo AFB, TX
	CFB Gimli, MB
11) Mental health centre	Truman Annex, FL
12) Occupational health training centre	Glasgow AFB, MT
13) Outpatient centre	Boston Shipyards, MA
14) Private children's rehab school	Fort Wolters, TX
15) State health department offices	Forbes AFB, KS

3.10 Housing

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Condominium development	CFB Gimli, MB
2) Converted to apartment units	Black Hills Depot, SD
3) Houses moved to Indian Reserves	CFB Rivers, MB
	Dickinson AFS, ND
	Gettysburg AFS, SD
4) Houses sold and moved	Chandler AFS, MN
	Miles City AFS, MT
5) Houses sold at auction	Grand Rapids AFS, MN
6) Houses sold to private citizens	Black Hills Depot, SD
	Clinton-Sherman AFB, OK
	Glynco Naval Stn, GA
	Schilling AFB, KS
	Winnemucca AFS, NV
7) Houses sold to private developer	Laredo AFB, TX
	Amarillo AFB, TX
	Baker AFS, OR
8) Housing sold for cottages	CFS Moisie, QU
9) Housing sold to the community	Lincoln AFB, NE
	CFS Senneterre, QU
	Adair AFS, OR
10) Low income housing	Air Force Plant #65, MO
	CFS Falconbridge, ON
	CFS St. Margarets, QU
	Dow AFB, ME
	Fort Wolters, TX
	Laredo AFB, TX
	Lincoln AFB, NE
	Step E Report, p8
	CFS Alsask, SK
11) Retirement community	Condon AFS, OR
	Hastings Depot, NE
	Step E Report, p8
	Walker AFB, NM
	Osceola AFS, WI
12) Seniors extended care centre	CFS Lac St. Denis, QU
13) Seniors housing	Westover AFB, MA
	Wildwood AFS, AL
14) Used by Bible college students	Lewistown AFS, MT
15) Used by children's home staff	Pyote AFS, TX
16) Used by community college	CFS Sioux Lookout, ON
17) Used by industrial park staff	Dickenson AFS, ND
18) Used by rehab centre staff	Nasselle AFS, WA
19) Used by rehab patient families	Wadena AFS, MN
20) Used by the Coast Guard	Brookley AFB, AL
	Coden AFS, AL

3.11 Recreation

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Art association facility	Laredo AFB, TX
2) Boy scout camp	Las Cruces AFS, NM
3) Car rally facility	Las Cruces AFS, NM
4) Community recreation centre	CFS Lac St. Denis, QU
	Osceola AFS, WI
	Red Bluff AFS, CA
	Springfield Armory, MA
5) Community social centre	Westover AFB, MA
6) Community swimming pool	Forbes AFB, KS
7) Fair grounds	Las Cruces AFS, NM
8) Health spa	Laredo AFB, TX
9) Houses used as cottages	CFS Lac St. Denis, QU
10) Orchestra rehearsal hall	McCoy AFB, FL
11) Private golf course	Laredo AFB, TX
12) Public golf course	CFB Gimli, MB
	Forbes AFB, KS
	Perrin AFB, TX
	Raritan Arsenal, NJ
	Richards-GeBaur AFB, MO
	Step E Report, p7
13) Public park	Westover AFB, MA
	Brookley AFB, AL
	Sanford Naval Stn, FL
	Torrence Annex, CA
14) Public tennis courts	Laredo AFB, TX
15) Saddle club	Las Cruces AFS, NM
16) Senior citizen recreation centre	Red Bluff AFS, CA
17) State park	Fort Wolters, TX
	Truman Annex, FL
18) Theater company facility	Laredo AFB, TX

3.12 Native

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Construction firm	Pickstown AFS, SD
2) Correctional centre	Wildwood AFS, AK
3) Craft shop	Pickstown AFS, SD
4) Job and life skills training centre	CFB Rivers, MB
5) Native adjustment and training centre	Step E Report, p14
6) Native centre	CFB Clinton, ON
7) Rehabilitation centre	Adair AFS, OR
	CFS Gypsumville, MB
8) Teepee manufacturing	Pickstown AFS, SD
9) Tribal centre	Step F Report, p2

3.13 Other Federal Government

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Animal import centre	Stewart AFB, TN
2) Bureau of Prisons offices	Webb AFB, TX
3) Centre for sustainable development	Step G Report, p16
4) Coast Guard station	Brookley AFB, AL
5) Emergency trailer home depot	Fort Wolters, TX
6) FAA air traffic control radar tower	Gettysburg AFS, SD
	Hanna City AFS, IL
	Red Bluff AFS, CA
7) FAA air traffic control tower	Cottonwood AFS, ID
	Larson AFB, WA
8) FAA offices	Amarillo AFB, TX
	Dow AFB, ME
	Forbes AFB, KS
9) Federal government offices	McCoy AFB, FL
10) Foreign trade zone	Clinton County AFB, OH
11) Forest reserve	Black Hills Depot, SD
12) Job Corp centre	Albany Naval Stn, GA
	Camp Gary, TX
	Camp Kilmer, NJ
13) Law enforcement training centre	Glynco Naval Stn, GA
14) Mail sorting centre	Camp Kilmer, NJ
	Naval Ordinance Plt, IL
15) Minimum security penitentiary	Boron AFS, CA
16) National museum	Step F Report, p2
17) National park	Step F Report, p2
18) Olympic HQ and training centre	Ent AFB, CO
19) Tax accounting centre	Step F Report, p3
20) Transport Canada air maintenance base	Step F Report, p3
21) Transport Canada air operations base	Step F Report, p3
22) US Weather Service offices	McCoy AFB, FL
23) Veterans Administration hospital	Albans Naval Hosp, NY
24) Weather station	Step F Report, p3

3.14 Other State/Provincial Government

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Centre for retarded children	Houma AFS, LO
2) Children's home	Pyote AFS, TX
	Pyote AFS, TX
3) Children's rehabilitation centre	Nasselle AFS, WA
4) Correctional institute	Duluth AFB, MN
	Hanna City AFS, IL
	Kincheloe AFB, MI
	Nike Site 04, CA
	Step E Report, p4
	Watertown AFS, NY
	Step E Report, pl4
5) Decentralize government offices	Schilling AFB, KS
6) Department of Highways office	Dow AFB, ME
7) Department of Human Services office	CFB Gimli, MB
8) Department of Natural Resources office	Stewart AFB, TN
9) Department of Transport office	CFS Kamloops, BC
10) Detention centre	Sanford Naval Stn, FL
11) District crime laboratory	WED
12) Fire bomber base	Nike Site 04, CA
13) Fire fighting centre	Nike Site 78, CA
	Forbes AFB, KS
14) Government surplus disposal operation	Stewart AFB, TN
15) Handicapped vocational training centre	Fort Arthur, CA
16) Harbour department offices	DITT
17) Hydro lineman training centre	Winnemucca AFS, NV
18) Juvenile probation offices	Black Hills Depot, SD
19) Land conservation area	CFS Beausejour, MB
20) Minimum security correctional centre	Charleston AFS, ME
	Cottonwood AFS, ID
	Cross City AFS, FL
	Nike Site 78, CA
21) Paramedic centre	Walker AFB, NM
22) Paraplegic training institute	CFB Gimli, MB
23) Power utility offices	DITT
24) Provincial government offices	Camp Gary, TX
25) Rehab centre for disturbed children	Houma AFS, LO
26) Rehabilitation centre	McCoy AFB, FL
27) School board offices	Nike Site 25, NJ
28) School for learning disabilities	Webb AFB, TX
29) School for the deaf	Forbes AFB, KS
30) State Corrections work release centre	Schneckady Depot, NY
31) State government offices	Camp Gary, TX
32) State recreational park	Raritan Arsenal, NJ
33) Telephone system offices	Schilling AFB, KS
34) Vocational rehabilitation centre	Schilling AFB, KS
35) Vocational training centre	CFS Penhold, AL
36) Weather (hail) research station	Westover AFB, MA
37) Wildlife conservation area	Aiken AFS, SC
38) Youth correctional institute	Glasgow AFB, MT
39) Youth vocational evaluation centre	

3.15 Other Municipal Government

<u>Noted/Suggested Use</u>	<u>Reference(s)</u>
1) Aircraft museum	Forbes AFB, KS
2) Community sports/recreation centre	Forbes AFB, KS Olmstead AFB, PA Raritan Arsenal, NJ Step E Report, p4 Westover AFB, MA Winnemucca AFS, NV McCoy AFB, FL Voorheesville Dpt, NY
3) Day care centre	Westover AFB, MA
4) Employee food services	Winnemucca AFS, NV
5) Fire fighting academy	McCoy AFB, FL
6) Fire training centre	Voorheesville Dpt, NY
7) Head Start social development program	Westover AFB, MA
8) Maintenance and storage facility	Fort Wolters, TX Raritan Arsenal, NJ McCoy AFB, FL Nike Site 25, NJ Nike Site 55, CA Oxnard AFB, CA Step E Report, p16
9) Municipal government offices	Craig AFB, AL Springfield Armory, MA
10) Police academy	Forbes AFB, KS
11) Police department equipment storage	Forbes AFB, KS
12) Police department firing range	Amarillo AFB, TX
13) Police department offices	Schilling AFB, KS Schilling AFB, KS Cottonwood AFS, ID Westover AFB, MA Forbes AFB, KS Grand Rapids AFS, MN Nike Site 55, CA Oxnard AFB, CA
14) Police department training centre	Springfield Armory, MA
15) Police radio communications centre	Voorheesville Dpt, NY
16) Power generation station	Voorheesville Dpt, NY
17) Refuse department storage	Winnemucca AFS, NV
18) School bus repair/storage centre	USAF Plant #65, MO
19) School offices	USAF Plant #65, MO
20) School play ground area	
21) Vehicle repair and storage	
22) Welfare offices	
23) Youth centre	

4.0 SHORT LIST OF BASE USE SCENARIOS

4.1 Introduction

Section 4 presents detailed information and discussion on the alternate uses for CFB Portage which are considered to be more promising and worthy of further investigation and evaluation.

The selection, evaluation and ranking of this group of candidate uses has been based on consideration of the following factors:

- . Attributes of CFB Portage facilities.
- . Geographic location of the Base.
- . Economy of the greater Portage area.
- . Size and quality of the local work force.
- . Uses noted at other bases similar to CFB Portage.
- . Conditions and trends in related sectors of the economy.
- . Development opportunities evident within these trends.

Potential uses have been grouped into six broad scenarios as follows:

- Scenario 1 - Commercial/Military Flying Training Centre
- Scenario 2 - Air Industries/Aerospace Industrial Park
- Scenario 3 - Mixed Use Industry/Business/Government Park
- Scenario 4 - Agri-Food Industry Complex
- Scenario 5 - Transport/Warehouse/Distribution Centre
- Scenario 6 - Training and Conference Centre

The above order of presentation represents a suggested priority based on our assessment of the above mentioned factors and preliminary discussions with the private sector and government. The concept of each category of use is broad and a number of related and synergistic uses hopefully would evolve within each scenario. The scenarios are not necessarily mutually exclusive. For example, it has been suggested by industry that a combination of Scenario 1 and Scenario 2 may be a promising approach, augmented with aerospace skills training resources (a portion of Scenario 6).

Consultations with the Portage community, with industry and with government revealed a consistent opinion and recommendation that governments not "prop up" or subsidize operations at the Base which are intrinsically uneconomic and irrational. There was a consistent theme that the community and industry must come forward and determine if there are economic uses for the Base, with some assistance from government in the transition period.

With this recommendation in mind, we undertook additional investigation of perceived opportunities by way of a more detailed literature search. The appendix to this report (a separate document) contains pertinent research materials. We also undertook an industry consultation program which was broader in scope and more detailed than originally intended. The findings of that process are recorded in our earlier report Step G Report - Consultations With Industry. Both documents provide additional understanding and qualification of perceived opportunities.

Discussion and evaluation of each of these six scenarios is presented utilizing the following framework:

- Concept - A summary expression of the nature and rationale for the potential uses cited.
- Scope - The range of developments that might evolve within the broad scenario.
- Opportunities - Synopsis of market trends and opportunities and the needs of the private and/or public sector that might be serviced by the Base.
- Strengths - Attributes and resources of the Base and surrounding community that form the rationale for pursuing these opportunities.
- Weaknesses - Lack of attributes and resources which reduce the attractiveness of the scenario.
- Constraints - Barriers and threats which could impede pursuit of opportunities.
- Actions - Recommendations as to appropriate next step actions for further study, evaluation and/or pursuit of opportunities.

4.2 SCENARIO 1 - COMMERCIAL/MILITARY FLYING TRAINING CENTRE

- CONCEPT** Operated by commercial aviation training organization(s) to provide various types and levels of flying training, under contract or fee arrangement, to commercial aviation and military organizations and possibly individual students.
- SCOPE** Flying training could include, among others:
- . CAF Primary Flying Training,
 - . CAF multi engine (transport) training,
 - . commercial aviation primary flying training,
 - . commercial aviation multi engine training,
 - . private pilot training, and
 - . helicopter training.
- Other aviation related training might also be considered, depending in part on the interests and nature of the commercial training organizations attracted to the Base. This might include:
- . airport management training,
 - . air traffic control training,
 - . air safety training,
 - . crash fire/rescue training, and
 - . first and second line maintenance training.
- Training programs would have to include both in-air and simulator-based training components. Foreign as well as Canadian students might be trained at the Centre and bilingual and foreign language capabilities might evolve.
- OPPORTUNITIES** Reference should be made to Appendix A - Pilot Demand and Training Supply.
- In respect to military flying training, needs and opportunities evident in the market place include:
- . Contracting out of CAF Primary Flying Training.
 - . Contracting out of CAF multi engine training.
 - . Potential contracting out of CAF Basic Training.
 - . Increased pressure on CAF pilot inventories.
 - . Decreased military budgets worldwide which could promote increased contracting out of flying training.
 - . Niche markets for continued support of relieved military aircraft (e.g. F-5 aircraft).

In the commercial aviation field, market conditions and trends which present opportunities include:

- . Continued growth of aviation worldwide.
- . Worldwide demand for 80,000 pilots in the next ten years.
- . Demand for 5,000 pilots in Canada in the next ten years.
- . High levels of pilot retirements.
- . Widening gap between demand and supply.
- . Increasing concerns about safety, qualification of young pilots and training.
- . Increased numbers of pilot training centres.
- . Increased actions by major airlines to undertake and promote training to directly address their needs.

STRENGTHS

CFB Portage was designed and has been maintained as a flying training centre. The strengths are:

- . An ideal flying training location.
- . A community in which flying training activities have been accepted.
- . A balanced, integrated facility.
- . Well maintained facility rated overall as being in Good condition.

A flying training centre has the potential for achieving integrated, maximum use of Base facilities (housing, recreation, food service, etc.) and of providing significant payroll income to the area.

WEAKNESSES

Major weaknesses (that must be qualified) are:

- . Perceived high fixed operating and maintenance costs for the Base.
- . Perceived requirement to operate the Base on an "all or nothing" basis.

CONSTRAINTS

Award of the CAF PFT contract is (or is perceived to be) the hinge point in development of a broader based flying training centre. Timely pursuit of broader opportunities might be delayed by inappropriate dwelling on the PFT issue.

In the same manner, delay in resolution of contracting out policy within DND, as pertaining to other components of flying training, may cause unnecessary uncertainty and delay, to the detriment of Portage.

French language training requirements may tend to steer PFT activities to a base in Quebec.

Competition for the PFT contract and for development of a broader based flying training centre can be expected from other areas of Canada intent on developing their aerospace industries including Quebec, Alberta and British Columbia.

ACTIONS

Recommended actions are:

- 1) Pursue a commitment that Portage be the designated site for contracted PFT activities. Failing this ensure, as a minimum, that Portage is evaluated by each bidder as a candidate site and that any reported cost or operational disadvantages of using Portage are exhaustively and clearly documented.
- 2) Pursue those firms intent on bidding for the PFT contract to ensure full attention to Portage and to attempt to broaden focus to include other commercial and military flying training opportunities.
- 3) Resolve the question of current operating and maintenance costs at Portage and approaches open to reduction of these costs under civilian management.
- 4) Address the question of segregation of facilities and reduction of the scope and operating costs of portions of the Base most appropriate for commercial flying training operations. A number of different models may be required, keyed to a range of possible configurations of training activities.
- 5) Undertake further study of the market potential for commercial flying training services. This study may reveal other training components and commercial operators that might be attracted to Portage.
- 6) Evaluate the market potential for provision of flying (and maintenance training) to military forces now operating F-5 type aircraft, keyed to the major CF-5 relifing program now underway in Canada and the expanding activities of Bristol Aerospace Limited in the international F-5 market.

4.3 SCENARIO 2 - AIR INDUSTRIES/AEROSPACE INDUSTRY PARK

CONCEPT Utilize Base facilities in the "next best" mode in support of regional and local air transport operations, aircraft repair and overhaul operations and aerospace equipment manufacturing.

SCOPE There is a range of air transport operations which can be placed on a preliminary list for further consideration and evaluation. This includes:

- . Air cargo and/or air courier terminal (see Appendix B - Air Cargo and Air Courier Operations in Canada).
- . "Bonded in transit" air trade centre.
- . Regional (Northern) air transport base.
- . Commercial helicopter service base.
- . Air charter services.
- . Aerial spraying operations.
- . Water bomber base.
- . Air ambulance base.
- . Flying club.
- . CAF Reserve Forces training.
- . CAF civilian/peace time role.
- . Air Cadet training.
- . Fixed base operators.
- . Long and short term aircraft storage.

The concept of a Repair and Overhaul (R&O) centre would be to utilize hangar areas and the air field for testing and movement of equipment. Activities could embrace a range of programs including:

- . R&O programs for international airlines.
- . Regional airline R&O facilities.
- . Business and general aviation R&O facilities.
- . Military aircraft R&O facilities.

Aerospace manufacturing at Portage is a more distant possibility. The linkages to the natural attributes of the Base are less numerous and less obvious. However, there could be a subset of manufactures that place value on Portage as a manufacturing site in terms of access to an airfield for testing of equipment, establishing a presence in Western Canada, etc. The most likely type of manufacturer to be attracted would be a smaller scale subcontractor involved in lower skill/lower technology sectors of the industry.

A critically important component of this scenario will be the provision of skills training support

to the employees of firms through company based programs and/or institutional training.

There is potential for synergism across the four components of this scenario. For example, the establishment of a significant R&O operation might ultimately create the demand for local subcontracts and service firms, air freight services, etc.

OPPORTUNITIES Reference should be made to Appendix C - Demand for Aircraft Repair and Overhaul and Maintenance Facilities, to Appendix D - Aerospace Maintenance and Manufacturing Skills Training Demand and Supply and to Appendix E - Winnipeg International Airport Data.

In light of current market conditions, the most promising aspect of this scenario is the R&O sector, with more modest opportunities related to the air transport sector. In summary:

- . Declining defence budgets and events in Europe will cause some retrenchment in the Canadian aerospace manufacturing sector.
- . Emphasis will be on utilizing existing facilities and subcontracting to more cost effective off shore suppliers.
- . R&O firms are in a good position to expand.
- . Due to high equipment costs, trends are to refurbish older commercial and military aircraft (e.g. CF-5 program).
- . Airlines are facing significant problems with aging equipment and safety requirements, leading to increased demand for R&O and maintenance facilities and skilled workers.
- . Air cargo and air courier operations in Canada have shown high rates of growth.
- . Occupancy costs at Winnipeg International Airport will increase sharply causing some air transport firms to look for less costly accommodations.
- . Availability of skilled labour is one of the major issues facing the industry.
- . There is increasing demand for education and training resources and programs to better serve the needs of the industry.

STRENGTHS

For R&O firms the attraction of Portage will be the availability of hangar facilities and access to an uncongested air field. New hangar space at major Canadian airports is prohibitively expensive.

Certain air transport firms may value Portage for these same reasons. These types of firms have yet to be determined. It should be recognized that most air transport operations tend to be closely linked to customer, supplier and employee bases found only in larger urban centres such as Winnipeg.

Attraction of aerospace manufacturers to Portage is much less probable. This would be an exceptional event involving a firm that valued a Portage location for other than just favourable occupancy costs. One avenue of approach would be to pursue the prime and subcontractors of current and future federal MCP's (major capital projects). The two major current projects are the Canadian Automatic Air Traffic System (CAATS) which has been awarded to Hughes Aircraft and the Tactical Command, Control, Communications System (TCCCS) program, now in the bidding stage.

If successful, Scenario 2 can provide a significant number of quality jobs and payroll income for the area.

WEAKNESSES

In order of priority, the major weaknesses of Portage that will be perceived by R&O firms are:

- . Lack of a skilled work force.
- . Lack of a sufficiently larger labour pool.
- . Perceived high operating and maintenance costs.
- . Limitations of hangars to handle large sized aircraft.
- . Concern about segregation of facilities into smaller, economical units.
- . Location.

For manufacturing firms, Portage is likely to be seen as having major weaknesses including:

- . Location relative to the firm's other operations.
- . Lack of a skilled work force.
- . Lack of a sufficiently larger labour pool.
- . Fundamentally, lack of any rationale to be in Portage.

Air transport firms will see the weaknesses of Portage as being:

- . Located too far off the Winnipeg airport hub.
- . Remote from customers and suppliers.
- . Lack of a skilled work force.
- . Lack of a sufficiently larger labour pool.

CONSTRAINTS

In order of priority, we see the major constraints to full development of this scenario to be:

- . Lack of a sufficiently large and skilled work force.
- . Segregation of facilities into economic units.

There are major structural constraints within the aerospace and air transport industries and within educational and training systems that will prevent reaching a major resolution of skilled labour supply issues. Incremental approaches (e.g. subsidized company-based programs) may be the most viable short term alternative.

ACTIONS

Recommended actions are:

- 1) Enquire with a select number of candidate R&O firms as to their perception of opportunities and concerns regarding Portage. Carefully investigate the issues of work force and space and operating cost requirements.
- 2) Any aerospace activity at Portage will impact skilled labour supply in the entire Manitoba aerospace industry. Issues of labour supply and educational/training resources should be discussed and acted upon in concert with existing firms, EIC and the Province.
- 3) Resolve the question of current operating and maintenance costs at Portage and approaches open to reduction of these costs under civilian management.
- 4) Address the question of segregation of facilities and reduction of the scope and operating costs of portions of the Base most appropriate for R&O and maintenance operations. A number of different models may be required.

4.4 SCENARIO 3 - MIXED USE INDUSTRY/BUSINESS/GOVERNMENT PARK

CONCEPT Reuse of base facilities by a mix of private and public sector organizations was the model most often encountered in our review of former military bases in Canada and the US. Typically, bases have been restructured into a number of distinct, separately owned parcels with a central park authority responsible for management and provision of infrastructure. This scenario can be approached in two ways, as a well consider, preferred and planned approach or as a "last ditch" alternative when other plans fail.

SCOPE Private sector uses can include:

- . Agriculture.
- . Light manufacturing.
- . Commercial services.
- . Business office park.
- . Residential property

Public sector uses can include:

- . Educational facilities.
- . Health facilities.
- . Public housing.
- . Recreation.
- . Native facilities.
- . Government department offices and maintenance shops.

Reference should be made to Section 3 of this report for a full appreciation of the private and public uses that have been made of former military bases. The mixed use scenario could include elements of any of the other five scenarios presented in this report.

OPPORTUNITIES Reference should be made to Appendix F - Determining the Best Economic Mix for Converted Bases.

Scenario 3 must be approached from the point of view of patient, well planned and, at times, opportunistic development. As discussed below, opportunities for this type of development at CFB Portage are quite limited in the near term. Perhaps in the longer term conditions may prove to be more favourable.

Research indicates that redevelopment of military bases in a mixed use format is most successful when there is:

- . Early commitment to this intended use with effective land use planning.
- . Strong interim financial support from government, primarily in the areas of training and infrastructure development.
- . Long term growth in the local economy which allowed absorption of facilities to occur.
- . Local entrepreneurs to spur local growth.
- . Commitment by all three levels of government to provide interim financial assistance and to locate offices in the park.
- . Strong management of the park, directed most often by the private sector.
- . Time and patience allowed for the venture to grow and mature.

A number of factors limit the near term prospects for a mixed park development at CFB Portage.

- . Uncertainty as to the impact of the Free Trade Agreement on the Manitoba economy.
- . High interest rates.
- . High Canadian - US dollar exchange rate.
- . Over capacity in some manufacturing sectors.
- . Government budget constraint and cutbacks.
- . Increasing levels of taxation.
- . Lack of workers skilled in modern manufacturing techniques and technology.

One positive factor is the announced intention of the Government of Manitoba to decentralize government departments. This might offer promise for an addition of staff and program activities in Portage. It is reported that provincial offices in Portage are fully occupied. Suitability of a location on the Base will depend on the size and nature of any addition that might occur.

STRENGTHS

Potential strengths and advantages of CFB Portage as a mixed use park would be:

- . Established infrastructure (for certain uses).
- . Mix of facilities suitable for use as

manufacturing and office space and for use by the service industry.

- . Most facilities are in Good condition, with no major requirements for immediate repairs.
- . With the possible exception of a number of central heating systems, no need for major renovations.
- . Potential for low occupancy costs.

WEAKNESSES

The disadvantages and weaknesses are:

- . Lack of a sufficiently large work force.
- . Lack of a skilled work force.
- . Remote location relative to Winnipeg and other major markets.
- . Other than space, very few other business related resource located on or near the Base.
- . Limitations of the water and sewer system (for some industries).
- . Lack of an industrial development focus and culture in the community.
- . Lack of entrepreneurs in the community.

Scenario 3 is a slow growth process and is likely to provide slow, incremental increases to the payroll income of the area. With the exception of a large opportunistic development, replacement of employment lost at the Base will be a long and slow process.

CONSTRAINTS

The fundamental constraint for this scenario is the apparent lack of significant long term industrial development opportunities for rural Manitoba.

Investment would be required to segregate facilities and to establish smaller economic units (largely heating systems).

The current lack of coordination of industrial development efforts within the community will be a constraint.

ACTIONS

Recommended actions are:

- 1) Integrate research and planning for mixed use of the Base within the overall industrial development activities of the community. Competition must be avoided and decisions should be made which will maximize benefits to the community at large, not simply find tenants for the Base.

- 2) Longer term approaches are needed, particularly given the negative conditions and attitudes currently evident in the Manitoba business community.
- 3) The general Manitoba business community must be informed of aspirations opposite this scenario and requested to assist in bring reality to these concepts, to either advance the scenario or to eliminate it from consideration. The caution concerning longer term approaches must be repeated. Business and trade associations would be appropriate vehicles. The strong proponents and beneficiaries of the FTA should be requested to assist.
- 4) The possibility of an appropriate opportunistic development should not be ignored. Provincial and federal industrial development offices should be provided with basic "industrial park" information and commit to assist in ongoing marketing.
- 5) To this end, preliminary plans for land and building uses should be developed and occupancy cost estimates prepared. It is recommended that this step only be taken if it becomes evident that preceding scenarios will not be pursued.

4.5 SCENARIO 4 - AGRI-FOOD INDUSTRY COMPLEX

- CONCEPT** Use Base facilities to enhance development of the area's primary resources, the agricultural and food processing industries.
- SCOPE** Developments might include a variety of private and public organizations and programs such as:
- . Federal and provincial agriculture departments.
 - . University departments of agriculture.
 - . U of M Department of Agricultural Engineering.
 - . U of M Department of Food Science.
 - . Special crops research and development.
 - . Crop handling and processing research and development.
 - . Research and development in sustainable agriculture.
 - . Special crops processing firms.
 - . Agricultural equipment research and development.
 - . Agricultural equipment manufacturing.
 - . Extension and management training programs for the agricultural industry.
- OPPORTUNITIES** Significant effort has and is being applied by a number of agencies to research and assess the agri-food opportunities for the Portage area. Currently there are a number of studies underway concerning special crops production and processing. For a number of reasons (see Constraints below) near term developments are likely to be driven more by public sector investment in research and development and infrastructure improvement than by private sector investment in facilities.
- STRENGTHS** The strengths of the area in terms of special crop production and processing are well documented. The possible advantages and strengths of the Base in support of the agri-food industry are:
- . Availability of agricultural land.
 - . Some buildings suitable for selected types of use such as pilot or processing operations, offices, research and training areas, etc.
 - . Proximity to existing government and university agricultural operations in Portage.
 - . Proximity to existing firms and institutes in the Portage agri-food industry.
 - . Potential for low occupancy costs.

WEAKNESSES

There is limited water supply to the Base which is a major disadvantage for wet food processing industries.

Sewer facilities at the Base may also prove to be inadequate for some types of food manufacturing operations.

Unless facilities and costs can be segregated, smaller start up food processing firms may conclude that operating costs at the Base are too high.

This scenario is likely to provide only modest gains in employment for the area, particularly if there is limited private sector investment in new processing operations.

CONSTRAINTS

There is a fundamental question as to which of the potential future developments in the agri-food industry in the Portage area will be suitable to a location at the Base. The existing industrial park and government and university facilities may correctly argue that certain expansions occur at locations other than the Base.

A potential constraint for this scenario is the Free Trade Agreement. There is uncertainty as to the effect of the Agreement on certain value added processing industries in Canada, given the reported lower cost of some raw food materials in certain sectors of the US agricultural industry. It is unclear at this time as to what the implications are for the types of special crops that are or that could be produced in the Portage area.

ACTIONS

Recommended actions are:

- 1) Integrate research and planning for agri-food industry use of the Base within the overall industrial development activities of the community. Competition must be avoided and decisions should be made which will maximize benefits to the community at large, not simply find tenants for the Base.
- 2) Provincial and federal industrial development offices should be provided with basic "industrial park" information and commit to assist in ongoing marketing.

- 5) To this end, alternate plans for land and building uses should be developed and occupancy cost estimates prepared. It is recommended that this step only be taken if it becomes evident that preceding scenarios will not be pursued.

4.6 SCENARIO 5 - TRANSPORT/WAREHOUSE/DISTRIBUTION CENTRE

- CONCEPT** Utilize the assets of the Base to support a variety of storage, maintenance, office and training requirements of the warehousing, distribution and road transport industries.
- SCOPE** Activities might conceivably include:
- . Commercial short and long term warehousing.
 - . Storage of agricultural and food products.
 - . Storage of agricultural and off-road equipment.
 - . Central distribution operations.
 - . Truck maintenance/repair/storage facilities.
 - . Truck driver off-road/classroom training.
 - . Individual mini-warehouse services.
 - . Storage of seasonal items (recreational equipment, etc.).
- OPPORTUNITIES** Warehousing and distribution centres are one of the most common private sector uses noted for former military base facilities. This fact, plus the important role of the road transportation industry in the Manitoba economy are the reasons for consideration of this scenario.
- Deregulation has lead to steady growth and rationalization in the road transportation industry in recent years. If the proposed Pay Producer concept is implemented in the agricultural industry, then major changes and growth are predicted to occur in the road transport sector as large volumes of grain shift from rail to road transport mode and increased volumes of grain are retained on the Prairies for use in feed and value added processing operations.
- There has been a shortage of experienced truck drivers for a number of years. Major firms have undertaken in-house training programs and private training schools have been established. The Transport Institute, University of Manitoba is currently assessing training requirements with the possible objective of providing some form of assistance.
- STRENGTHS** The advantages offered by CFB Portage in respect to this scenario are:

- . The Base is well located relative to major road systems.
- . Uncongested access.
- . There are a number of large, open span buildings suitable for storage warehouses and/or vehicle maintenance/storage.
- . Classrooms and accommodation for training programs.
- . Hard surfaces (runways) for off-road training programs.

WEAKNESSES

The major disadvantages of CFB Portage is its remote location relative to Winnipeg. CFB Portage does not lend itself to creation of a transportation hub in the traditional sense.

With respect to consumer type services such as mini-warehousing and storage of recreational equipment, etc., population in the Portage area is quite limited and, again, Portage may be too remote from the larger Winnipeg market.

Another weakness of the scenario is that only modest levels of employment are likely to be created. Employment growth in the transportation sector has been slow. Warehousing operations typically require few employees.

CONSTRAINTS

The major constraint is seen to be the location of Portage as viewed from the perspective of development of a traditional distribution centre. Locational disadvantage may require that non-traditional approaches be taken to develop possible operational concepts. Operations centered on transportation and storage services for rural communities may be more viable.

ACTIONS

Recommended actions are:

- 1) To date there has been limited discussion of this concept with industry and there needs to be further discussion, especially with warehousing concerns.
- 2) Follow up actions should be taken with the Transport Institute in respect to their investigation of driver training requirements.

4.7 SCENARIO 6 - TRAINING AND CONFERENCE CENTRE

CONCEPT Use the Base's extensive classroom, food service, residential and recreational facilities in a cohesive manner to provide educational, training and conference centre services to the community and to tenants of the Base.

SCOPE A variety of education and training uses have been noted at other bases, some of which may be consistent with needs in the Portage community and/or at the Base in the future. Examples are:

- . Adult vocational training centre.
- . Job transition training centre.
- . Community college.
- . Community or district post secondary technical institute.
- . District technical vocational high school.
- . Agricultural college.
- . Rural campus of a university.
- . Aerospace skills training centre.
- . Employee training centre serving industrial firms located on the base.
- . General conference centre.
- . Government employee training/conference centre.
- . Continuing Education conference centre.

Reference should be made to Section 3 of this report for a more detailed understanding of some of the education and training organizations resident at other former military bases.

OPPORTUNITIES A very high percentage of converted military bases have one or more education or training resource located on site. Conference centers are also evident but less numerous. There is typically a strong link between industry located on the base and these education and training organizations.

There is a strong consensus of opinion amongst the managers of converted US military bases that the presence of vocational-technical resources is a major factor in successful industrial development on the base and in the community. In this sense, consideration of educational and training activities for CFB Portage is both an opportunity to use Base facilities but is also a necessity to support industrial development efforts.

Unless there is a broad district/cooperative approach taken, the prospects for development of a general, stand alone education or training organization at Portage is considered remote. To succeed, education and training facilities and programs will have to relate closely to the current needs in the community and to future prospective developments on the Base and in the community. To this end, the required education and training initiatives are best characterized as:

- . More training than educational in nature.
- . Focused on support to existing and future industrial and commercial developments, for example:
 - Metal fabrication and assembly skills in support of agricultural equipment manufacturers.
 - Skills upgrading in modern manufacturing technologies (CAD/CAM, MRP, JIT, etc.).
 - Management skills upgrading for middle managers and support staff.
 - Aerospace skills training.
 - Agricultural and food processing skills training, etc.

A linkage to earlier scenarios is apparent. Provision of educational and training resources is likely best considered as a necessary component of earlier scenarios rather than as a separate development concept.

STRENGTHS

The strengths of CFB Portage are:

- . Excellent modern classrooms (Barker Building).
- . Food service and residential facilities rated as being in Good condition.
- . Residential and recreational facilities.
- . Integrated "campus like" setting.

WEAKNESSES

The possible weaknesses of the Base are:

- . The Fair condition of the Dependent's School.
- . Possibility of (perception of) high operating and maintenance costs.

- . Poor condition of some of the recreational facilities.

CONSTRAINTS

The conference centre component of this scenario offers limited potential. Constraints are:

- . An oversupply of conference centre facilities.
- . Lack of complementary scenic, recreational, and other attractions in the Portage area.
- . Declining utilization of conference centers as organizations "tighten their belts" and stay at home.

In terms of serving the current educational and training needed of the community, constraints are:

- . Limited numbers of local job opportunities against which to train.
- . Small population base and limited demand for any given course offering.

In terms of training support for new industrial developments, structural constraint can be expected. For example, long standing constraints to aerospace skills training includes:

- . The gap between educational "preparation" output and the practical skills which employers wish to hire.
- . Hiring away of "just trained" employees by competitors.
- . The issue of public versus private funding of training.
- . Company based training versus institution based training.
- . Training for labour inventory versus training for guaranteed employment.

ACTIONS

Recommended actions are:

- 1) Consider education and training resource developments directly within the context of other scenarios rather than as an unrelated stand alone development. To this end, skilled labour and training requirements should be primary topics of discussion with aerospace firms pursued under Scenarios 1 and 2 above.
- 2) Base operating and maintenance cost must be identified and allocations made to those facilities which may be components of an education or training facility.

5.0 ORGANIZATIONAL STRUCTURE AND MANAGEMENT PROCESS

5.1 Introduction

Section 5 presents recommendations as to organizational structure and procedures which are considered appropriate for effective management of the conversion of CFB Portage to civilian use.

We see three distinct phases for the redevelopment process which will require somewhat different management approaches and resources:

Preparation Phase - This is the current phase. Major objectives are to develop appropriate management structures and to identify and evaluate possible development scenarios. Preliminary use plans might be generated in this phase. Resources include government and community organization staffs and consulting resources. This phase could last from six to 18 months depending on the time of commitment to dedicated resources.

Transition Phase - This phase covers that period of time during which the major civilian uses of the Base are first established and the character of the new entity begins to be clearly defined. The critical management tasks in this phase are:

- . Research and evaluation of alternative uses.
- . Promotion of community support.
- . Physical use planning.
- . Infrastructure planning.
- . Marketing.
- . First stage lease up or sale of properties.

Dedicated resources will be needed during this time, supported perhaps by specialist professional services. The duration of this phase could be quite short (less than a year) if a single organization that wants to use most or all of the Base is quickly identified. On the other hand, this phase could last for many years (ten or more) if a mixed use park approach is undertaken in a slow economy.

Steady State Phase - This phase is best described as the "business as usual" situation. The Base will be occupied by stable tenants/owners and management responsibilities will shift to tasks common to industrial park managers, including:

- . Fine tuning of financial performance.
- . Reporting to management board/the community.
- . Replacement, maintenance and improvement of facilities.
- . Remarketing of properties.

The size and skill set of the management team in this phase will depend directly on the approaches taken to property ownership in the preceding phase. If the Base is sold off to a small number of larger users, there will likely be no need for a park management organization. On the other hand if properties are leased to a large number of smaller operations then a services and management team will be required.

Section 5.1 presents recommendations concerning organizational structure during the Transition Phase. Section 5.2 presents recommendations as to objectives and management approaches considered important to the Transition Phase. Recommended objectives and activities for the balance of the Preparation Phase are highlighted in Section 5.3.

5.2 Transition Phase Organizational Considerations

- 1) Some form of organization with a longer term mandate needs to be established to provide leadership and to take responsibility for planning and Base transfer procedures in the near term and for managing longer term redevelopment. Existing community development organizations and professional consultants can aid the process but should not be given the overall responsibility.
- 2) The organization should report to a community-based board of from five to seven persons. The chairperson should be a respected, non-partisan business leader from the greater Portage community. There should be at least one and preferably two business/community leaders from Winnipeg on this board. The Winnipeg business community should be encouraged to reach out and assist.
- 3) The board should be a working board with two equally important roles:
 - . To direct the activities of the organization.
 - . To actively represent and promote the interests of the organization in various constituencies and to protect the organization from partisan interests.
- 4) A small staff of three is recommended over the near term. The senior member should be a proven industrial/economic development specialist experienced in planning, development and marketing of industrial, air industrial and mixed use business parks. Experience and recognition in the Winnipeg business community and other Canadian and US communities are desirable credentials. This position should be supported by an administrative assistant with capabilities in industrial development research and marketing, community relations and management of professional service contracts. The third member of the group should be an experienced executive secretary hired from the local community with a broad knowledge of local organizations and community leaders.
- 5) At some stage additional expertise and resources will be required to deal with various components of the redevelopment plan. In addition to expertise in the area of industrial development, resources may be required to address issues concerning:
 - . Provision of utility services to the Base.
 - . Maintenance of the public infrastructure.
 - . Aviation related developments.

- . Commercial developments.
- . Possible education, health or recreational developments.
- . Housing developments.

A subcommittee structure involving persons from the local community, community based organizations and professional service organizations has been used by some communities. This approach might be considered by Portage.

- 6) An alternative to establishing a dedicated management corporation is to place the management and marketing of the Base in the hands of a professional industrial property developer/real estate agent. A number of different arrangements could be considered including a fixed management fee, contingency fee keyed to successful development or outright sale of property for speculative development by the agent.

At this stage, the interests of the community are likely best served by a dedicated, local management corporation, provided experienced, capable persons are hired.

5.3 Key Objectives and Management Approaches in the Transition Phase

- 1) The community needs a proactive and concerned champion or advocate at the highest possible level in the Federal government. Concerns which this position needs to address include:
 - . Orderly withdrawal of DND and phasing in of new ownership as smoothly and as soon as possible.
 - . Proper maintenance of Base assets to minimize deterioration.
 - . Proper land survey and timely legal proceedings relative to the transfer of title.
 - . Prompt resolution of any differences between community interests and the mandated disposal responsibilities and processes of Public Works Canada.
 - . Prompt and full access to Federal support program for economic adjustment, industrial development and training.
- 2) There is a pressing need for the greater Portage community to get organized and focused. The need for unity in the community cannot be over stressed. Key community issues that need to be addressed are:
 - . Integration and rationalization of economic and industrial development planning and promotion.
 - . Maintenance of infrastructure and provision of community services to the Base during the Transition Phase.
 - . Identification and promotion of any legitimate role for Municipal and City departments and agencies in the reuse of the base.
- 3) Options for property ownership and management need to be carefully considered. Outright sale of properties will clearly define ownership interests and relieve the government and park owners from ongoing claims for subsidy of operating, maintenance, renovation or replacements costs. This is the approach now being implemented to privatize Gimli Properties. On the other hand, if the Base is seen to have attractive long term growth potential then the community may wish to retain ownership with the hope of generating a surplus cash flow. In this case lease terms and conditions must be carefully drawn to prevent over exposure of the management corporation.

- 4) Steps need to be taken to protect Base assets during the Transition Phase. Agreements with DND and PWC will be needed to ensure that:
- . Buildings are properly heated.
 - . Proper security is in place and the Base is protection from vandalism.
 - . Necessary repairs and maintenance are carried out.
 - . Assets of the Base are properly insured at all times.
 - . Moveable assets that are to remain on the Base are secure.
- 5) Physical use planning should be carried out at the earliest logical time. This will depend on how soon and with what certainty a development option is adopted. A number of preliminary or contingency physical use plans may have to be developed in order to move the process along. This planning, in final or contingency form, is need so that:
- . Agreement can be reached as to moveable or removable Base assets that are to remain on the Base.
 - . Facilities that have no economic use can be slated for demolition. The impact of their removal can then be reflected in revised operating costs and demolition costs identified.
 - . Major renovations or changes necessary to rearrange facilities and/or reduce operating costs can be identified. The major issue is likely to be the replacement of a number of central heating systems with dedicated boilers.
 - . Arrangements can be made with the community for provision of any utility services or infrastructure maintenance in the period following transfer of the Base.

There is a question as to whether demolitions and improvements should be carried out before transfer as a condition of acceptance or a budget allowed for these subsequent costs.

- 6) Close liaison with DND and PWC will be required to ensure a smooth transfer, early access to the Base and protection of interests. It is recommended that the management corporation request access to DND's Closure of Base Order for Portage in order to facilitate planning.

- 7) A physical presence should be established on the Base at the earliest possible time, well in advance of departure of CAF personnel. This will be a positive sign to the community and allow for better protection of Base assets. Ideally this should include:

- . Offices of the management corporation.
- . Early phase in of the PFT contractor.
- . Any tenants that might be allowed to start up operations without inconvenience to the military.

If new tenants can be found in the early stages and allowed to phase in operations, this will allow economic activities to build up somewhat before the departure of CAF personnel.

- 8) A range of research and reference materials have been delivered with this report which may prove useful to the management corporation. Two items in particular are worthy of closer attention:

- . Operating Costs of Former Military Bases, Economic Adjustment Committee, The Pentagon, Washington, 1979. The key message contained in this report is that very significant cost savings can be realized when bases are converted to civilian use.
- . Gimli Properties - Studies, Evaluations and Surveys, Manitoba Department of Rural Development. Appendix G lists a number of documents pertaining to the conversion and management of the former Gimli base. Some of these reports may prove of value in terms of content or as an example of process.

5.4 Recommended Actions During the Preparation Phase.

In addition to the specific actions recommended in Section 4 for each of the six short list scenarios, it is recommended that the following actions be taken:

- 1) Secure accurate operating cost data for at least the last five years and undertake an analysis of the data which will allow segregation and allocation of costs by areas of interest.
- 2) Undertake a similar analysis of historic maintenance costs.
- 3) Secure a copy of the current DND five year maintenance budget for the Base and determine the critical and deferrable maintenance actions.
- 4) Request that an inventory list be prepared of those moveable and removable equipment items that pertain to the short list scenarios. Begin negotiations as to what items might remain on the Base and begin development of plans for control and security of these items.
- 5) Carry out further consultations with the private sector, government and the Portage area community to solicit other suggestions for use of the Base and to qualify the short list scenarios presented in this report. Input from business organizations such as the Manitoba Chamber of Commerce, the Canadian Manufacturer's Association and other industry and trade associations should be sought.
- 6) Review the physical assets of the Base opposite the top ranked use scenarios. Develop early concepts for possible partitioning or segregation of facilities and costs to accommodate possible major tenants. Prepare space descriptions and operating cost estimates suitable for presentation to prospective tenants.
- 7) Focus major evaluation and promotional efforts on Scenario 1 and Scenario 2.